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30 November 1967

MEMORANDUM FOR: Deputy Director of Central Intelligence

ATTENTION :

SUBJECT : Actions Responsive to I.G. Survey Recommendations

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1. This memorandum summarizes the actions taken by the Intelligence Directorate in response to recommendations in the I.G. Survey on Foreign Intelligence Collection Requirements. Mr. Proctor has reviewed and approved the memorandum in substance and asked that I send it to you in his absence. It contains some detail which may not be needed for a report to Mr. Helms but which was included to provide you with adequate background information.

2. In looking back over the period since the publication of the I.G. Survey, I note that some initial steps taken to cope with the "Information Explosion" have already been reported in your memorandum of 28 July 1967 to the Director of Central Intelligence. The subsequent actions described below have been taken largely under the guideline contained in Paragraph 4 of that memorandum, i.e., "...need for a concerted attack on collection activities with a forceful and candid attitude of 'what data can we do without?'"

3. Since July of this year further steps have been taken to expand the role of production office supervisors in the overall requirements and evaluation process in compliance with Recommendations 24 and 25. As directed by [ ] of 14 July 1967, the Information Requirements Advisory Group (IRAG) has been working on the development of:

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- a. Standard procedures and common criteria for responsible review and validation of collection requirements and evaluations by all production component division chiefs;
- b. Means for recording informal requirements and evaluation requests; and
- c. Means for stimulating communication between analysts and collectors.

Because of great differences between the nature of "requirements" for imagery, SIGINT, and human source collection systems and because of variations in the processing of these requirements, no single set of procedures could be applied for all systems. The IRAG therefore confined

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its attention initially to human source collection and agreed to an interim set of procedures for the processing of requirements and evaluations. (Attachment 1) Validation plays a key role in these procedures, and careful attention was given to developing a set of validation criteria for common use by all division chiefs in reviewing their requirements and evaluations. (Attachment 2) The interim procedures and criteria were put into effect on 1 November 1967, for a 90-day trial period, at the end of which the IRAG will establish final procedures for the human source area. Subsequently, the IRAG will apply its experience to procedures for SIGINT and imagery systems and ultimately will have complied with the intent of Recommendations 24 and 25 by establishing a mechanism to ensure the issuance of authoritative collection guidance appropriate to each collection system.

4. These IRAG actions and plans also comply with other recommendations of the I.G. Survey. Results of the 90-day trial period will provide the basis for revising Form 986 (Recommendation 6). The interim procedures provide a means whereby the analyst and the collector can discuss the feasibility of a requirement before the requirement is levied (Recommendation 7). In addition, the procedures and validation criteria of the test exercise not only apply strict selective criteria but also introduce greater order and system into the human source requirements process (Recommendation 26). Further on the point of selectivity, the Information Requirements Staff in cooperation with the production offices has begun a systematic review of the extant human source requirements of certain divisions. To date, a review of one division has been completed and has resulted in the refinement of some requirements.

5. In examining the Agency requirements profile, I note that 60% of all human source requirements originate in response to some form of solicitation by collectors, and that these requirements appear to stimulate more reporting than do those of unsolicited or spontaneous origin. This phenomenon has a major influence on our efforts at validation and the reduction of marginal reporting because of a generally prevalent attitude among both collectors and analysts concerning requirements solicited for an available source. This attitude reflects the belief that the collector will exploit the source anyway, that spontaneous reporting will be forthcoming regardless of requirements, and therefore, that solicited requirements need not be subject to rigorous review against strict criteria. The requirement thus loses its effectiveness as a mechanism for control of marginal reporting and becomes merely a device to add more information or detail without serious thought as to whether the information is really essential or only "nice to have".

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Furthermore, the requirement fails to serve as an instrument of consumer judgment as to whether the source or opportunity should have been developed in the first place. Therefore, we question seriously whether specific requirements have a significant impact on the direction of the human resource collection and reporting effort. We believe that the IRAG may find it necessary to expand its study of the requirements cycle and examine the flow of NIPs, PIRs and other forms of collector solicitation into the production components, in order to determine how much marginal reporting results from this flow of solicitation and what kind of guidance led the collector to his source in the first place. Such an examination may also question whether consumer judgments of essential needs should not be provided to the human resource collection planning and programming cycle in a manner similar to that now employed in the SIGINT and imagery areas.

6. Briefings of analysts on collection guidance systems and processes, which are proposed in Recommendation 27, will be arranged as the IRAG establishes agreed procedures and criteria. In the meantime, the analysts' participation in the test procedures will help them to appreciate and understand their role in the requirements process.

7. Recommendation 13 proposed a program for the production of comprehensive collection guides. The Senior Executive Group opposed the concept of a comprehensive "program" but favored the publication of guides on carefully selected subjects which would be of value to collectors; the Senior Executive Group further directed coordination of such guides with the CIA collectors for whom they were intended.

25X1 [ ] assigned responsibility to the IRAG for undertaking the preparation of such guides. Since that time, the Information Requirements Staff, in cooperation with the production offices and under the auspices of the Chairman, IRAG, has published or initiated four Collection Support Briefs. The Briefs, which are listed below, have been coordinated with appropriate collectors:

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8. The Information Requirements Advisory Group has not yet examined the Current Intelligence Reporting List (CIRL) in the light of Recommendations 10, 11 and 12. However, now that the test exercise on human source requirements is well under way, the IRAG is in position to take up this action. In the meantime, the Information Requirements Staff has taken steps to improve the usefulness of the CIRL to collectors: it has modified the foreword to explain the purpose of the document, and it has focused analyst attention on those sections in need of a purge. The latter step in particular has improved noticeably the currency and accuracy of CIRL guidance.

9. Although the DDI is not responsible for action on Recommendation 15, we are pleased to note that we have received from FI Staff the results of two reporting assessments, one of Chicom Political Affairs and the other on Ecuador. In the same vein, and as part of the IRAG procedures discussed previously, we have arranged with FI Staff for authoritative review and validation of those evaluations that FI obtains through direct interviews with production component analysts.

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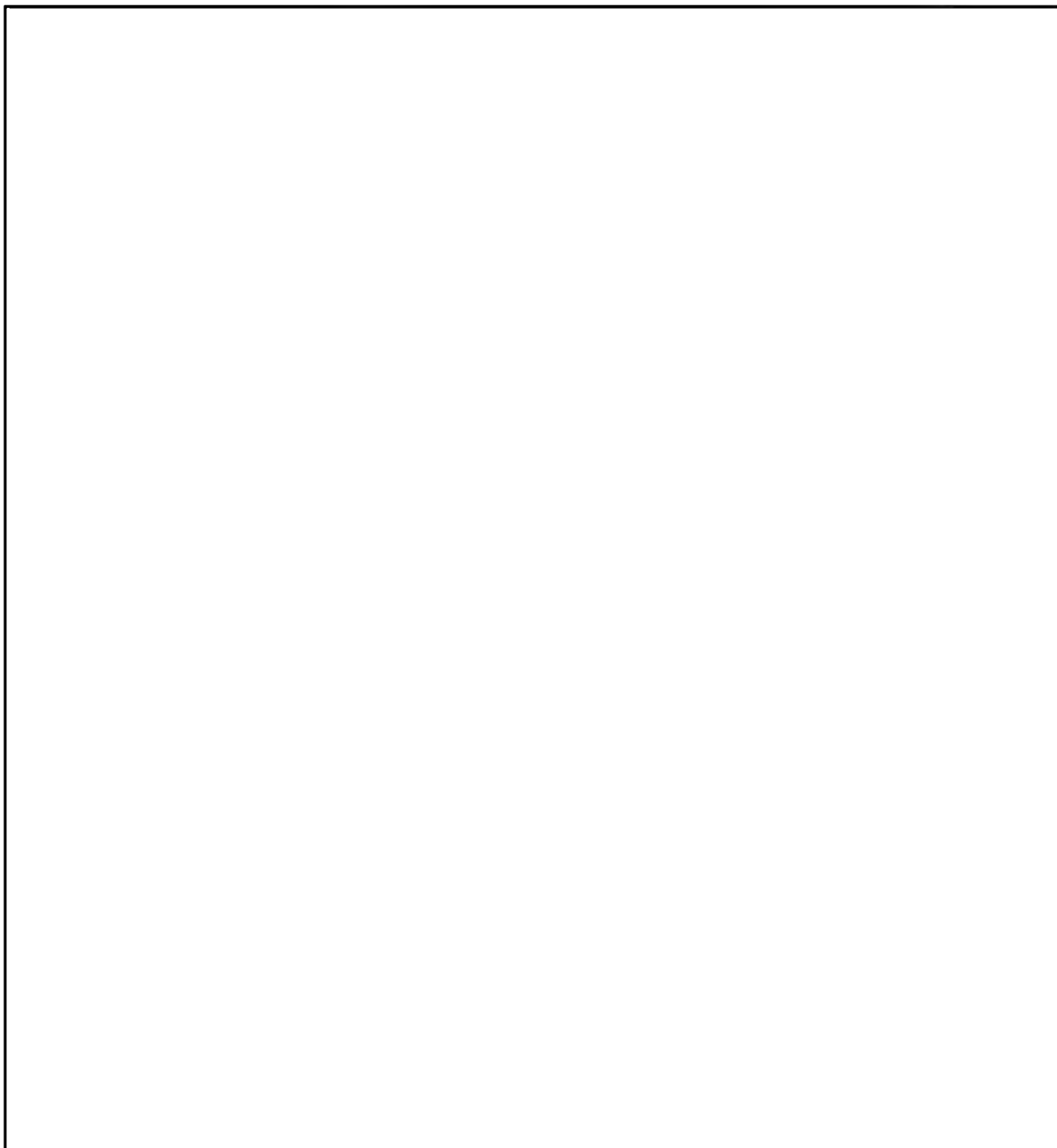
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13. Two of the recommendations for which the DDI has sole or joint responsibility for action are contingent upon completion of action on other recommendations:

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- a. Recommendation 4 - Concerns a notice on the functions of the CIA Member of the IPC and on the use of the IPC List as a reference in formulating requirements. SEG proposed delay of action until the PNIOs have been recast.
- b. Recommendation 14 - Concerns preparation of a collection guidance program for the [ ] SEG agreed to defer action until other actions have had time to take effect on [ ] collection.

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14. Action on the remaining recommendations for which the DDI had sole or joint responsibility have been either completed or disapproved:

- a. Recommendation 8 - Concerns issuance of a notice on IRS mission and functions relative to both DDI and DDS&T. Completed with issuance of [ ]
- b. Recommendation 9 - Concerns exchange of personnel between IRS and FI Staff. Disapproved by SEG.
- c. Recommendation 20 - Concerns coordination of CIA requirements for SIGINT satellites between CIA members of the COMOR and the SIGINT Committee. Completed by transfer of COMOR's SIGINT Working Group to SIGINT Committee.
- d. Recommendation 23 - Concerns means for establishment of a CIA position on requirements for overhead reconnaissance. Completed by a procedure for obtaining inter-directorate views and a senior level coordination meeting.

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[ ]  
Acting Chief

DDI/Information Requirements Staff

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Attachments:  
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18 October 1967

PROCEDURES FOR VALIDATION OF DD/S&T AND DDIHUMAN SOURCE REQUIREMENTS

These procedures apply to the processing of human source requirements from the point at which the requirement is prepared by the analyst to the point at which it is served on the collector. The term "requirements" includes every request for collection action, whether it appears as Form 986 or otherwise, whether it is spontaneous or responsive to a collector's request, and whether it is an ad-hoc requirement, a guide, an evaluation, a contribution to a CIRL, IPC List, CERP, etc. The necessity for direct analyst-to-collector oral requests is recognized when time is short; however, these requests should be confirmed as soon as possible by a written request, to which these procedures will apply.

1. Analyst prepares initial draft of the requirement.
2. Analyst may check with IRS/HR/OPS to determine whether there is a duplicating requirement outstanding or under preparation in another component, to discuss possible coordination or necessity for preliminary contact with collector, and to insure that the requirement includes all information needed by the collector and by IRS.
3. Where appropriate, analyst discusses directly with collector factors bearing on feasibility of collection; IRS will assist in arranging contacts as required.
4. Analyst prepared the requirement in memorandum form addressed to Chief, HR/Operations Branch through the analyst's Branch Chief and Division Chief. The analyst may prepare a requirement on Form 986, and in the case of evaluations on the standard Evaluation Form, and forward with a covering memorandum addressed as above.
5. Division Chief reviews the requirement or evaluation in detail against the various criteria for judging its validity. If he approves, he validates by signing off on the "through" line of the memorandum.
6. Division forwards the memorandum (and attachments) to Ch/HR/OPS, Room 1G38.

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7. IRS performs further inter-office or inter-directorate coordination of requirement or evaluation as necessary, prepares in final form, makes necessary entries in Registry, and forwards to appropriate collector or collectors.

8. All human source collectors will process their requests for substantive requirements and evaluations through IRS, which will assist in ensuring that all appropriate production components have an opportunity to participate in the requested action.

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